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FOREIGN LANGUAGE NEEDS OF MUNICIPAL EMPLOYEES IN TEN METROPOLITAN AREAS.

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VARIOUS AGENCIES IN CITIES WITH PROBLEMS OF NON-ENGLISH SPEAKING RESIDENTS WERE SURVEYED. THE CITIES WERE BOSTON, BUFFALO, CHICAGO, CLEVELAND, DETROIT, LOS ANGELES, NEW YORK, PHILADELPHIA, SAN ANTONIO, AND TAMPA. SUMMARY STATEMENTS WERE USED TO CONSOLIDATE THE MORE SIGNIFICANT ITEMS INCLUDED IN THE DETAILED FULL REPORTS OF THE INDIVIDUAL CITIES. THESE STATEMENTS INCLUDED DISCUSSIONS ON THE PROBLEMS OF SPANISH-SPEAKING PEOPLE, CIVIL SERVICE ORGANIZATIONS, COURTS, POLICE DEPARTMENTS, WELFARE DEPARTMENTS, HOSPITALS AND OTHER MEDICAL SERVICES, LIBRARIES, PUBLIC EMPLOYMENT OFFICES, MAYOR'S OFFICES AND RELATED AGENCIES, INTERNATIONAL INSTITUTES, FIRE DEPARTMENTS, RECREATION AND PARKS DEPARTMENTS, IMMIGRATION AND NATURALIZATION SERVICE, AND MISCELLANEOUS DEPARTMENTS AND SPECIAL PROBLEMS. A BRIEF DESCRIPTION OF IMMIGRATION PATTERNS AND HISTORY BASED PRIMARILY UPON CENSUS BUREAU TABULATIONS WAS INCLUDED. REPORTS IN THIS SERIES ARE ED 003 940 THROUGH ED 003 960. (RS)

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Foreign Language Needs of Municipal Employees in Ten Metropolitan Areas

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By John Fletcher Wellemeyer

METHODOLOGICAL NOTE

THIS SURVEY was carried out in ten metropolitan areas, thought to have problems in dealing with non-English-speaking residents. In most cases the reports were prepared by local associates working independently, for the most part, except for an outline guide.

Large metropolitan areas are so complex that coverage of all agencies which might possibly have a language problem was impossible. The various investigators, therefore, used their own judgment as to the agencies to cover. Some, like the Police Departments, were covered in all the studies. This approach, however, has probably uncovered all the principal language problems of local agencies.

The cities and the investigators:

Boston	J. F. Wellemeyer, Washington, D.C.
Buffalo	Shirley Duncan Stout, Director of Foundation Relations, University of Buffalo
Chicago	Helen MacGill Hughes, Associate Editor, *Journal of American Sociology*
Cleveland	A. J. Suster, Executive Director, The Nationalities Service Center
Detroit	Lewis L. Friedland, Wayne State University
Los Angeles	Richard W. Gable, University of Southern California
New York	J. F. Wellemeyer
Philadelphia	Morris A. Shiffman, Public Health Department
San Antonio	Claude D. Davis, Trinity University
Tampa	Clifford T. Stewart, University of Southern Florida

HIGHLIGHTS OF THE SURVEY[1]

From the very beginning the United States and its antecedent colonies have had problems of communicating in various languages. As everyone remembers, New York was originally Nieuw Amsterdam, but many may not recall that it still has four Dutch Reformed congregations, one of which still conducts services in Dutch. Early Pennsylvania settlers included many German speakers whose descendants still speak a German dialect. The California encountered by Richard Henry Dana, author of *Two Years Before the Mast*, was exclusively Spanish-speaking in 1835, and the centers of Mexican life in Los Angeles today are still the three important missions which existed at that time. Further examples can be mentioned. Thomas Jefferson and his Secretary of the Treasury, Albert Gallatin, were interested in the American Indians and Gallatin successfully recorded the speech of a number of Indian tribes. The Spanish were, of course, early settlers all along the South Atlantic and Gulf coasts and the influence of the French extended from New Orleans clear to Hudson Bay, and from the Gulf of Saint Lawrence to the Far West. This brief sketch should not omit the presence of the Russians, not only in Alaska, but on the West Coast of what is now the United States, although little imprint of their language and culture remains.

It might be said, therefore, that the dominance of English as the American language is the result of an overwhelming immigration of English, Scotch, and Irish speakers of the language.

This dominance, however, did not stop the continued immigration of people from various parts of the world. The first of the large movements of the nineteenth century developed during the 1840's as a result of the potato famine in Ireland. Hardly had this movement gotten under way, however, when great numbers of Germans began to arrive as the result of the political unrest which began in 1848 followed by the militaristic policies dictated by Prussia. After the United States Civil War, immigration increased again and large numbers continued to arrive. A vast increase began around the beginning of the twentieth century, when an abortive revolutionary attempt occurred in Russia, and when pogroms against the Jews forced many of them to migrate. The number of foreign-born white persons (the number of foreign-born non-white persons has been so small that the Census Bureau has not tabulated their numbers) actually continued to increase in every decade until 1930. Since that time it has been dropping by something over 10 percent in each ten-year period. In 1950, however, there were still more than 10 million foreign-born white persons resident in the United States of the total population of 150 million. These immigrants came from the following countries:

Country	*Number*	*Country*	*Number*
England and Wales	584,615	USSR	984,844
Scotland	244,200	Lithuania	147,765
Northern Ireland	15,398	Finland	95,506
Eire	504,191	Rumania	84,952
Norway	202,294	Greece	169,083
Sweden	324,944	Italy	1,427,145
Denmark	107,897	Spain	45,565
Netherlands	102,133	Portugal	54,337
Belgium	52,891	Other Europe	86,375
Switzerland	71,515	Asia	180,024
France	107,924	Canada (French)	238,409
Germany	984,331	Canada (Other)	756,153
Poland	861,184	Mexico	450,562
Czechoslovakia	278,268	Other American	120,297
Austria	408,785	All other and unreported	146,833
Hungary	268,022		
Yugoslavia	143,956		

In addition to the foreign-born persons in the total population, the 1950 Census shows that 14.8 million, although born in this country, had foreign-born parents. Another 5.7 million had one parent born abroad. Allowing for those born in Ireland, Great Britain, and English-speaking Canada, some 26 million American citizens either spoke a foreign language originally or had at least one parent who did. Thus, in 1950 about one in every six Americans had a mother tongue other than English, or had at least one parent in this category.

The immigrants customarily came first to the great port cities but did not by any means all remain there. They are found in considerable numbers in the great Middle West and Great Plains cities (Cleveland, Cincinnati, Chicago, St. Louis) and many moved almost directly onto farms. This was true of many of the Scandinavian and German groups who settled in the Great Plains states.

This survey does not attempt to cover all the ethnic groups that may be found in the country. However, it is felt that the ten metropolitan areas selected for inclusion would display most of the problems experienced by members of the ethnic groups on the one hand and the local officials on the other in coping with the language problem. The summary statements immediately following consolidate the more significant items included in the detailed reports of individual metropolitan areas.

* Submitted to The Modern Language Association of America, Foreign Language Program Research Center, May 1961, in partial fulfillment of a contract with the United States Office of Education, Department of Health, Education, and Welfare.

[1] This is a summary of separate reports on ten cities. Copies of the full reports may be had on request at 50¢ each to cover reproduction costs and mailing charges.

Problems of Spanish Speakers: The recitation of the number and origin of the foreign-born white population omits the very heavy migration to the mainland of Puerto Ricans. Puerto Ricans are citizens of the United States and are not foreign born. Since World War II they have been moving to the mainland of the United States in great numbers. They have gone primarily to New York City, where they have begun to occupy the tenements which formerly housed the Negroes, the Jews, the Italians, the Germans, and other previous immigrants. Additional groups may also be found in a number of other cities. In this study they occur especially in Boston, Philadelphia, and Chicago. A few have moved into Cincinnati, Cleveland, and Buffalo. These people do not speak English and live so closely grouped that it is frequently difficult to find someone to interpret. Various New York City departments are having very serious problems and officials in some of the other metropolitan areas are also beginning to experience these problems.

Civil Service Organizations: Municipal administrations of any size have some form of civil service organization. These bodies, usually commissions, are in charge of setting standards for employment, tenure, retirement, and related personnel matters. Their power varies, and so does their jurisdiction. Chicago, for example, has a category of civil service jobs and another category frankly labelled "patronage jobs." However, in most cases, the civil service commission enforces a merit system and has standard application forms, examination procedures, and appointment methods for city jobs. Frequently, the commission operates the retirement system and enforces local ordinances against political activity on the part of city employees.

Few of the cities studied include a language question on the standard application form, yet sometimes a few jobs specifically require language competence. Philadelphia has two civil service jobs in this category. One "human relations representative" and one translator. Los Angeles county has four positions of this sort; the City of Los Angeles none. New York City lists thirty-four positions in this class. Tampa inquires about language ability on the part of applicants for city employment; the civil service commission uses the information only with respect to Spanish. Ability in this language does influence assignment, but no special efforts are made, since more bilingual speakers customarily apply than are needed. San Antonio has no question on its application form, although its language problems are similar to those of Tampa. As a result of this survey, however, the Commission plans to add a question. San Antonio has many positions which require bilingual employees. These include personnel investigators, public health nurses, medical social workers various housing and relocation staff members, and employees in the city-operated market.

Testing for language competences goes on only with respect to the interpreting and translating jobs. In New York, in addition to written examinations, a simulated courtroom scene is set up and prospective interpreters are tested in a practical situation. A similar approach is used by Los Angeles County, where a recording is played in which an attorney asks questions in English and the witness responds in Spanish. The prospective interpreter translates the question into Spanish and the Spanish reply into English. Los Angeles County translators are also asked to translate legal materials from English to Spanish and Spanish to English. Vocabulary tests include slang and jargon in addition to standard and legal Spanish.

A few jurisdictions have made surveys of their employees' language abilities. An abortive effort was made in Detroit in 1945, but the authorities decided that classifying and filing the language information (even though it had been collected) was too expensive in terms of its possible usefulness. In 1959, however, Wayne County made a survey of county employees, asking for reports from those who had a "good command" of the various languages and uncovered competences in 31 languages. The number of calls on the file is not available, but the courts particularly make a steady use of them. This file is also available to Detroit city departments. A somewhat similar survey was made by Los Angeles in 1960 in which the criteria were more rigorous. City employees were asked to report certain skills, including language skills. Only those who considered themselves "expert" were invited to apply. "Expert" was defined to include those who had spoken the language at home, those who had spoken it abroad for a substantial period, and those who had had advanced study in the language. Two years of high school or college instruction did not qualify as advanced study. Of the 36,000 city employees, 739 reported themselves in this "expert" category. This file is called upon once or twice per week. Two recent uses involved recruiting high ranking police and fire department officers for special missions to Guatemala under the International Cooperation Administration program. No other city-wide files were found. Buffalo officials stated that they feared the recording of language skills might be interpreted as an effort to discriminate in hiring, and hence contrary to New York's Fair Employment Practices Act. This consideration did not seem to concern many of the public agencies in New York City, however.

Some special civil service problems involving languages were reported. Only one of the cities, Buffalo, states officially that all city employees must be able to speak English. When this regulation went into effect, one of the schools attempted to give a "cram course" for some laborers. This was evidently not effective since it was begun too late. Philadelphia, which has no such requirement, recently had an Italian stonemason who asked to take a civil service examination and who was furnished an interpreter. Philadelphia reports that a department, from time to time, will establish a position without specifying language competence. The Commission then announces the job, gives an examination, and establishes a register. At this point the department discovers that it would like to have a person who can speak, say, Spanish, in addition to English and asks to pass over persons at the head of the list to find someone with this additional qualification. This is impossible under the law.

Courts: More than any other municipal agency, the courts have formalized their arrangements for interpreters. At the same time, however, a considerable number of highly informal arrangements were reported. As to the formal arrangements, the New York Municipal Court has full time, civil service interpreters for Spanish, Italian, Yiddish, and Polish. In addition, it has a list of interpreters covering twenty-six languages. The Domestic Relations Court has eleven interpreters covering Spanish and Italian, and a similar list of interpreters developed over the years.

In Los Angeles County, the Superior Court has three full-time interpreters of Spanish. In addition, the court calls in occasional interpreters as needed. In a two-week period recently cases requiring additional Spanish, Hungarian, Japanese, Yugoslavian, Chinese, and sign-language interpreters were heard. The list of occasional interpreters, kept by the County Clerk, contains fifty-three languages and includes Navajo and Cheyenne, the only case in which American Indian languages were mentioned in any of the cities surveyed. The list also contains such exotic languages as Basque, Gaelic, Ladino, and Samoan. In the Philadelphia court of Quarter Sessions, one full-time Spanish interpreter is employed and two police officers speaking Spanish and Italian are assigned to the court. They are also loaned to other courts as needed.

In a number of cases the courts seem to regard interpreting as primarily the responsibility of the persons appearing before them. This is true in Detroit and also in Wayne County. In the Detroit Re-

corder's Court an informal list is kept by the court clerk and also by various attorneys practicing before the court. In Wayne County Circuit and Probate Courts, the court will occasionally intervene if the witness is not making himself understood, in which case an informal list is referred to or the International Institute is called.

In the Chicago Criminal Court, professional interpreters are called as needed and university students are sometimes used. This court makes use of city employees in the building as well, and pays them a gratuity, but less than the others. In the Boys' Court, Women's Court, and Domestic Relations Court, staff members are available for Spanish and Polish, but most persons appearing in court bring a friend to interpret for them. The Chicago Public Defender also uses the informal system but says that he thinks it is inadequate.

The Domestic Relations Court in Cleveland also relies on its staff for Polish, Hungarian, German, Italian, and Yiddish. The City Court in Buffalo has Polish- and Italian-speaking staff members. For other languages informal recruitment is used. This court, as well as other Buffalo agencies, frequently finds a restauranteur through the classified telephone directory. In Orange County, California (adjoining Los Angeles County), one full-time interpreter is also responsible for finding interpreters in languages beyond his competence. He frequently calls on a nearby Berlitz school. He may, occasionally, call on the Los Angeles County Clerk for help.

San Antonio's problem in Spanish is reduced since bilingualism is so widespread that someone is always available to interpret. In fact, many of the judges speak Spanish.

The best rates of pay for interpreters were recorded for Chicago, where professionals get $5.00 to $10.00 per hour and university students $3.50 to $6.00. Aside from this, the pay is relatively low. In New York City the full-time civil service interpreters receive $4,550 per annum to start and may rise to a maximum of $5,990. For occasional interpreters the rate is $8.00 per session. Los Angeles County pays $16.32 per day.

Substantial numbers of probation officers are attached to various courts. In Los Angeles County there are some 500 of these. There is a language requirement for only one—a Spanish-speaking officer who conducts a group guidance program in a heavily Spanish neighborhood. He works with delinquents and pre-delinquents in gangs (or on the fringes) and needs Spanish mostly for dealing with the parents. Among other probation officers, language problems are handled as they come up. In Chicago the social service department of the Municipal Court has about thirty caseworkers. There is a Spanish problem, but the departmental secretary speaks Spanish. Volunteers are occasionally called for Polish. The County Court has 150 probation officers but all language problems are handled informally.

The Chicago Municipal Court conducts a Driver Improvement School which has, during the past four years, instructed 45,000 violators and volunteers in their rights and duties and in "proper attitudes" as drivers. Classes are conducted in Spanish and Polish as well as in English, and examinations are conducted in all three. The Polish teacher is also prepared to teach classes in German, Russian, and Ukrainian, if sufficient demand develops.

In most cases, as the widespread informality of procedures might suggest, interpreters in courts are not placed under oath. There are a few exceptions. Also, in most cases, there is no formal way of qualifying the interpreter except with those who are permanent employees. It is true, however, that lists of interpreters are assembled over the years, and the court begins to have a background of experience with each. But where need for a language is infrequent, and where there is no listed interpreter, a person may be recruited who is unfamiliar with court procedures and who may, without the court's knowledge, be giving the witness advice or too freely interpreting questions or answers. A native speaker of a foreign tongue, who may have learned to speak fluent English, may still have a very narrow background and be unfamiliar with concepts he is called upon to translate. A final possibility of trouble might be mentioned, although no recent cases were uncovered. The Executive Clerk of the Boston Superior Court recalled that thirty years ago some interpreters were convicted of victimizing immigrants who didn't speak English by offering to "fix" the judge for a fat fee.

Police Departments: Police Departments are in daily contact with all elements of the public, and to the extent that some of the population do not speak English, they must make some arrangements to communicate. In some instances the methods are highly informal. In Buffalo, for example, although recruits are queried about language skills, no record is kept and no official notice is ever taken of language ability on the part of officers. This does not mean that language problems do not arise, it simply means that they are handled informally by finding someone in the neighborhood or on the force to interpret.

Language problems come up in the course of examining witnesses or suspects who don't know English or who may pretend they don't. The New York police have frequent use for translating and interpreting in connection with homicides. In one case they obtained important information from a pair of witnesses who were conversing in sign language, unaware that the department had located and placed on the scene an officer who could understand sign language and therefore could, so to speak, spy on them. A hit-and-run case in Tampa was solved by assigning a Spanish and Italian-speaking officer to the investigative team specifically to "listen in" on conversations between witnesses in a Latin neighborhood. New York City placed Russian-speaking officers on the pier at which Khrushchev arrived in 1960, and later in the year had occasion to find a large number of Spanish-speaking officers to work in the neighborhood of a plane crash in Brooklyn. In a number of the cities studied, Spanish is used rather routinely, but in several cases there are enough Spanish-speaking officers on the force so that no particular organized effort is necessary to find them. In places like Los Angeles, Tampa, and San Antonio, the Spanish-speaking population has been there so long that many Spanish-American citizens are on the force. This is not the case in Boston, however, where the IBM file was used to locate an officer for assignment to the precinct in which the largest number of newly-arrived Puerto Ricans is found. New York City has the greatest number of Puerto Ricans, and it uses its IBM file to find Spanish speakers when necessary. Ordinarily, language problems in other languages occur much less frequently. New York City, of course, has a steady demand for a wide variety of language skills, but Los Angeles, for example, resorts to its file for competences in languages other than Spanish only about once every other week. In Detroit, language skills have been used by several divisions of the department. The Women's Bureau has called upon the file in connection with interrogations, especially in cases involving children. The Detective Bureau has had precinct personnel with language skills assigned to special cases, particularly homicides. The Racket Squad has had undercover officers investigating gambling in the Greek and Chinese communities.

A number of problems occur in connection with driving. In Boston, Puerto Ricans sometimes get into serious trouble not only because they cannot read traffic warnings, but also because they have not bothered to obtain licenses. In Chicago, the driver licensing unit has two Spanish-speaking officers. San Antonio conducts auto driving classes in Spanish.

Police forces have a considerable number of foreign contacts through the International Association of Police Chiefs. Foreign officers come to inspect the various police departments, and some come for

training. Not all of them speak English, and even when they do it is a courtesy for the department to assign an officer who speaks the appropriate language.

A peculiar situation developed at San Antonio, which is near the great Lackland Airforce Base. Foreign officers are occasionally sent there for training and recently some 500 French cadets were in residence. When they were given leave, an immediate communications problem was posed for the police. This was solved by having the base station a French interpreter at police headquarters while the cadets were in the city.

None of the police departments covered makes language a requirement in recruiting. Nor do any, as a matter of routine, rely on outside interpreters. Except in extraordinary circumstances, they all depend on skills more or less fortuitously assembled in the course of recruiting for other abilities and traits. For most languages this practice works well, since the police recruits are drawn from the entire population of the city, including foreign ethnic groups. However, most of the police departments do keep a file of some sort. As noted, Buffalo does not, nor does San Antonio. Chicago is in process of setting one up, and Tampa plans to put its existing information on IBM punch cards shortly. The other six cities all have language data on IBM cards at present. In their simplest form, these records tell whether the officer "knows" a language, and the card contains a coded reference to the language. These codes are usually two-digit affairs, which means that not more than 99 languages can be listed. As a matter of fact, most of the cities have found between 30 and 40 languages to record, and the least common languages can be listed in an "other" category. The Boston records officer is collecting information on whether the officer can speak, understand, read, or write, and he is revising the punch card to contain this information. New York City has gone a step farther. For several of the languages officers have been examined and assigned a competence rating. This was done by setting up conversational meetings among several officers and letting them determine which was the most competent. This officer then interviewed all the officers who had indicated any ability in the language and rated them according to a rough skill scale. In addition, New York has run off an IBM tape which lists by name all the officers who recorded skill in each language, together with other personnel information including place of assignment and home address, so that anyone needed can be found quickly. Where skill designations are available, these are entered in the book, which permits very ready identification and location of officers having the needed language skill.

Training programs for policemen in Spanish have been conducted in a number of places. Philadelphia now has about 20,000 Puerto Ricans and has conducted courses in Basic Spanish. Officers who need the training are given time off to take the course. A feature of the Philadelphia approach to the Spanish problem is a glossary of words and phrases likely to be needed in police operation. In New York, the training courses have been organized by the Board of Education, and similar materials have been prepared in mimeograph form as the basis of the course. Chicago has not yet given language training, but a Spanish course is under consideration because of the influx of Puerto Ricans. In Los Angeles, a Spanish course was given some years ago and found useful, and it may be repeated later should a need be felt. In addition, Los Angeles gave a special course in teen-age Spanish jargon and jive talk.

Welfare Departments: All localities have a welfare program which provides public assistance to those who need it, assistance to children, the blind, and the aged. These organizations are operated in some instances by the municipality and in others by the county. The main work load of the welfare agency is carried on by the case-workers—sometimes called by other names—who investigate the circumstances of the case and recommend the appropriate type and amount of assistance. Social welfare work has become highly specialized and appropriate training is offered by accredited schools of social work. This includes courses in social work, sociology, social anthropology, and related subjects.

As in the case of some other specialties, the supply of properly trained social workers is considerably less than the demand, often because the pay scales are not exactly the best. In Hillsborough County (Tampa) the salary is $275.00 a month. All of these jobs require a college degree, but most jurisdictions are unable to recruit social workers with adequate technical training in the professional field.

Persons and families requiring assistance from the welfare agency naturally include those from the various ethnic groups. However, the welfare agencies in this survey reported language problems only in Spanish, except Tampa, where Italian is also a problem. In welfare work, there is usually someone in the family or next door who is willing to interpret, and helping a neighbor with the welfare agency is regarded as a pleasant thing to do. Thus, ethnic groups established in a city for a couple of decades or more have a sizeable proportion of English speakers. Hence the welfare agencies, although cognizant of the importance of accurate communication, are more concerned that their employees understand first the basic skills of their profession. In employee recruitment only San Antonio requires language competence. Hillsborough County has a number of Spanish and Italian-speaking employees, but cannot make language ability a requirement.

A number of the welfare agencies encourage additional education and training on the part of their employees. Philadelphia has given a course in Spanish for employees in the intake department, most of it on released time. New York City has given, through the Board of Education, a course in Occupational Spanish for social investigators. This was done on the employees' own time and was considered quite successful. Erie County (Buffalo) welfare officials would like to have some social workers fluent in Spanish but have been unable to get them thus far. The people they recruit still need training in social work subjects, so the training in Spanish is deferred. Since they are hiring college graduates without adequate social work training anyway, they have thought of hiring someone with a major in Spanish and then having him study social work at night. Thus far, they have been unable to find such a person interested in social work.

Language is taken into account in making work assignments. In New York City, new social investigators are given a one month orientation and training course, after which they are assigned to one of the welfare centers scattered about the city. Someone who knows Spanish will very likely be assigned to a Spanish-speaking neighborhood. Language ability operates at another level as well. Language problems are spotted at the point of "intake," and where possible, most agencies try to assign such a case to a social worker who knows the language. Intake offices, incidentally, usually have accumulated staff members who speak a variety of languages. In Florida, the State Department of Public Welfare operates a Cuban Information Center in Tampa. More than eight Cuban families a day have been moving into Tampa.

The recording of language skills is, as might be expected, handled differently in different cities. There are central records in New York City, but none in Detroit or Wayne County. In Los Angeles County some district offices keep such records and others do not. Cook County is devising a system of IBM records which will contain information on language skills.

A variety of approaches is used to cope with such problems as do come up. Los Angeles County

has called on the Jewish Family Service for help. Both Detroit and Wayne County call on the International Institute for help; Detroit had only two cases last year. Wayne County is getting a few Arabs now, but hasn't had serious language problems since 1958, when the Hungarians were a problem. The most common method is apparently to find someone on the staff, if possible, or just to rely on people in the vicinity.

Most of the agencies regard the situation as somewhat less than perfect, but feel that other problems are more pressing. The Erie County officials state that their situation regarding language competence is unsatisfactory.

Hospitals and Other Medical Services: Most of the hospitals are aware of problems connected with speakers of Spanish, but only one or two are concerned with other languages. New York City is having courses in Occupational Spanish taught by the Board of Education, and, moreover, it has arranged courses in basic English for Spanish-speaking employees. San Antonio also has the problem of Spanish-speaking employees and has ruled that all employees working on the floors must be able to speak English. Both the San Antonio hospitals surveyed require Spanish for certain jobs.

The Chicago Municipal Sanitarium, a large hospital with 700 employees and 1440 beds plus five clinics, does not require language competences but has a wide range of language ability represented on the staff. The Chicago Board of Health Clinics issue instructions in Spanish as well as English and make a point of having a number of Cuban-born doctors on the staff. In the past, at least, when a Cuban doctor left, he would recruit a Cuban replacement. Whether this custom can continue is of course open to question. The Los Angeles County General Hospital, another large institution with a staff of 6,300, does make an effort to keep a roster of language skills. Stimulated by this survey, the hospital canvassed its employees anew and set up an up-to-date register. Competences in fifteen languages were reported. In the Tampa General Hospital an effort is made to have someone at the front desk who speaks Spanish. Although no record is kept now, the personnel director is considering making a roster. He also thinks that the hospital should adopt a program to encourage study, including language study, by the staff.

A number of the hospitals have resident foreign doctors. These have come to the United States to observe and to learn, as well as actively to practice in the hospitals. They must take a test which parallels the tests American doctors take, and they are supposed to be proficient in English. Recently the State Department set deadlines for the doctors in this country to pass a test in English. The New York City Hospital system has 600 foreign residents and has arranged for the Board of Education to conduct courses for them. They are very important to the system since it is unable to recruit enough United States citizens to staff the hospitals adequately.

The Detroit City General Receiving Hospital has thirty-five of these residents, but in this case they apparently have adequate command of English.

One particular language problem was discovered in Boston State Hospital, the only mental institution covered in the survey. This hospital has about 2,500 patients; in common with other mental hospitals its population has been declining. Generally speaking, the hospital puts incoming patients into one building reserved for them, and in the first few months makes strenuous efforts to begin or accomplish an adjustment adequate to permit the patients' return to society. Those who do not appear to be making rapid progress are shifted to other buildings and here the therapy is carried on at a much slower pace. Since this hospital serves the city of Boston proper its patients are mostly working people drawn from all the groups of the city, including the ethnic groups. Various methods, including informal surveys of the staff, are used to handle the immediate communications problems involved in relations between doctor and patient. However, the Superintendent feels that the lack of daily communication with ward attendants, nurses, and social workers is a serious problem for patients who can't speak English and who aren't expected to move out quickly. Partly as a result of this inquiry, the Superintendent is beginning to survey the language abilities of the staff, and he may do the same with his patients. One approach to the use of such information is suggested by the action of a new Greek Orthodox chaplain who has searched out all the Greeks in the hospital and conducts a weekly meeting for them. This is a problem that might be pursued in other mental institutions.

Other Medical Services: The Cook County Hospital Social Service Department has four Spanish speakers among its fifty caseworkers. Years ago this department found it necessary to have Polish, Lithuanian, German, and Italian speakers on the staff. The demand for these language skills is now so infrequent that assistance from other organizations can be relied on. The Social Service Department of the Chicago Municipal Sanitarium relies on its staff, but until recently it did not have an employee who spoke Spanish. Now a new secretary has been hired, the Iowa-born daughter of Mexican parents.

The Los Angeles County Bureau of Medical Social Service conducts an annual survey of the language skills of its staff and maintains a current file. Its most difficult case occurred some years ago in connection with a Syrian. A doctor in the hospital who spoke Syrian was found, but the doctor spoke French, not English. A two-phase interpreting job was finally arranged.

The Cleveland Academy of Medicine maintains a "Call Service List" of doctors who can be sent on emergency calls. For a few of these, information available on language competence is entered on the card. Thus, an appropriate doctor can be sent when the situation requires language ability.

Philadelphia has made a strenuous effort to teach Spanish to its public-health nurses. A language-aptitude test was administered and a course set up which was supposed to concentrate on everyday Spanish. The course was given for two hours a week for fifteen weeks, nurses attended during working hours. The course was not a success. The costs were considerable, and the Spanish competence of those completing the course was not substantially better than that of nurses who did not take the course.

At one of the department's clinics where many Puerto Ricans appear, a permanent civil-service interpreter has been requested. This department also distributes educational material in Spanish.

Libraries: Nearly all the libraries covered by the survey had some needs for foreign-language competences but this was seldom written into the job requirements. (The New York and Boston Libraries are exceptions and are described below.) In Tampa, the librarian, concerned about the shortage of competent professional librarians, is not asking any questions about language ability. There are seldom non-English speakers in the library; the reference division occasionally has requests from Spanish speakers, but these can be translated by the maintenance man. There are some Italian and Spanish books in the branch library in Ybor City, but this branch is little used.

Detroit has a foreign-language department but the staff can handle the language problems among them with the exception of Arabic. Los Angeles also has a foreign-language department in which four positions require the use of foreign languages and two others in which language competences are desirable. These skills have been accumulated informally. The city job specifications for librarians do not mention language skills. However, the foreign-language department is competent in the following languages: German, French, Spanish,

Italian, Hungarian, Russian, Polish, and the Scandinavian languages. This library does translations for the mayor and other departments, and sometimes for businessmen and the general public. The library tries to accommodate such requests without encouraging them. A smaller library in nearby Burbank also does translating but has few foreign books and does not require language skills either. Cleveland's problems and policies are like those of Los Angeles except that it maintains a file of foreign-language teachers, translators, and interpreters to which the public is referred when requests occur.

The Research Libraries: The New York and Boston Public Libraries differ from the others in that they are quite large and they have special collections of material in various fields which contain many foreign books. For example, the New York Public Library has 2600 employees including 750 professional librarians. There are 400 pages and 250 custodial workers. Clerical workers make up the remainder. Many demands occur for language skills even among 50 of the pages who must also have them. A number of neighborhood branches retain their ethnic characteristics, even though many of the ethnic neighborhoods are breaking up. The principal languages needed by staff in these branches are German, Chinese, Yiddish, Spanish, and Czech. The library has centralized its collections of foreign books in the Donnell Library Center, where a wide variety of languages is handled. There is a collection of Africana which requires a great variety of African and other languages. In fact, the prospective retirement of one of the librarians working with this collection is causing great difficulty in recruiting. There is a music collection and a picture collection which also contain much foreign material.

The reference branch has a Jewish division which requires Hebrew and Yiddish, a Slavic division, where librarians must handle all the Slavic languages, a German division, a Romance division, and an Oriental division. The 170 librarians in the reference branch must know two languages in diverse fields when they are employed. (Two Romance languages would not suffice.) Of the 300 clerical and technical personnel, approximately half need to know some foreign languages.

The Boston Public Library has an even greater variety of foreign-language books in the neighborhood branches. These include Syrian, Arabic, Yiddish, Hebrew, Polish, Lithuanian, French, German, Russian, Italian, Gaelic, and Portuguese. The Library dropped its formal requirement for language skill some years ago for a variety of reasons. However, the various language needs are being met by insuring that the skills are available in the collections and in the branches where they are required. One reason the requirement can be dropped is that the Master of Arts degree is becoming more and more a requirement for promotion, and here the language requirement is "built in." The research collections of the library include rare books, Americana, the archives of the American Statistical Association, a government repository, a patent room, and a collection for business and industry. Cooperative relations are maintained with the Harvard Business School Library and the Boston Medical Library. There is a special collection of Yiddish and Hebrew material formerly in one of the branch libraries. However, the Jewish population has moved away and the branch library was torn down to make way for an urban renewal project. The collection has been moved into the main building and is being recatalogued as a part of the reference division.

Obviously, library work of the kind found in the reference libraries requires foreign-language skills, regardless of whether the personnel policy states so formally. People training for library work evidently know this since most of the libraries' demands for language skills are being met. There is a shortage of professionally trained librarians, however.

Public Employment Offices: Public Employment Offices are administered by the states under the general control of the Bureau of Employment Security in the United States Department of Labor. The service is free and available to everyone and the State Employment Services (sometimes through special offices) take claims for unemployment compensation. In order to receive unemployment compensation, each claimant must register for work with the Employment Service.

Thus the local employment offices come in contact with almost every segment of the unemployed labor force and naturally have a good deal of contact with members of the various ethnic groups in the community. In recruiting staff for local offices it can be said that language plays no part. In New York City, the application form does contain a question on language but it seems to be only a minor personnel reference that supplements the information on education. Buffalo does not even go this far, fearing that the language question would be thought to violate New York's anti-discrimination law. Buffalo conducts all interviews in English. If someone comes in who doesn't speak English, he is told to come back with a friend who does. New York City also conducts interviews in English, but will call on someone in the office to help out by interpreting if such a person is available. Nothing but English is used in Tampa, although one staff member was recently transferred to Miami because he spoke Spanish and could help with the Cuban refugees. Cleveland has staff members who can handle German, Hungarian, Ukrainian, Russian, Yugoslav, Albanian, Czech, and Slovak. Interviews will be conducted in these languages if the applicant doesn't speak English. Puerto Rican volunteers are available to help with Puerto Ricans who don't speak English.

In these offices there seems often to be an attitude that immigrants should be encouraged to learn English as fast as possible as part of the Americanization process, and that requiring English in official transactions is one way to do this. There seems to be a different attitude in Chicago, where there is a history of specialized treatment for ethnic groups. Years ago there was a special office for Italians, and later for Poles and Bohemians. They are no longer needed, but specialized treatment is provided for Spanish speakers. The Employment Service cooperates with the Puerto Rican Labor Office by referring suitable requests for workers to it. More and more Puerto Ricans are applying to the State Office directly, so that the Puerto Rican office has only half as many applications as it had ten years ago. The Employment Service also collaborates with the Cardinal's Committee for the Spanish Speaking and with the Puerto Rican Labor Office in running temporary offices in two neighborhoods. The Chief of Operations thinks that the Employment Service will be able to do the whole job by itself within five years. Some written aptitude tests are given in Spanish.

There would seem to be much to recommend in the Chicago approach. In Boston, where there is only a small group of newly arrived Puerto Ricans, it was learned that the Puerto Ricans went to the Employment Service only to file claims for unemployment compensation. Their preferred placement agency was Archbishop Cushing's Spanish Speaking Center. Not only was it a question of speaking Spanish, but the informal, friendly atmosphere was more to their liking.

Mayors' Offices and Related Agencies: One of the minor problems of mayors' offices is the handling of correspondence written in a foreign language. Some of this comes from abroad, some is local, and it is often handled quite informally, as in Detroit, by finding someone in one of the city departments, or calling the local consul of the country concerned, or the International Institute. Boston, on the other hand, has regularized its handling of this problem by sending all such letters to the Boston Public Library, which can handle everything but some of the Oriental languages. Occa-

sional mail in this category is handled by the Yenching Institute at Harvard.

In Tampa, the City Clerk's office is responsible for dealing with the public generally in terms of supplying information and hearing complaints. The population of Tampa contains substantial proportions of Italian and Spanish speakers. Although there is no formal requirement, the city clerk and his secretary speak both languages. The clerk feels the language skill is highly necessary to the job. In Philadelphia, there is a Mayor's Office of Information and Complaints. Here, language problems occur from time to time. The staff can handle a number of languages, and other interpreting chores are handled informally. The City Representative in Philadelphia has prepared a brochure, "Your City at Your Service," which explains various city services. This has been translated into Spanish for the Puerto Rican population.

Buffalo has a Board of Human Relations which attempts to reduce discrimination, promote harmony among the various racial and national groups, and promote neighborhood good will through a community relations organization. Much of this work is carried on through volunteers, many of whom speak the necessary languages. However, the staff member interviewed felt that a Spanish-speaking staff member would be a considerable help. In Philadelphia, a similar organization has two Spanish-speaking staff members. One is a "human relations representative" and the other a public relations officer.

Philadelphia also has a Center for International Visitors, a semi-public organization designed to help organize the visits of foreigners to the city. The Center maintains a card file of volunteer guides, translators, and interpreters.

International Institutes: Located in more than forty cities throughout the United States are organizations affiliated with the American Council for Nationalities Service. These are usually called International Institutes and are largely autonomous although the American Council provides certain services nationally and advises and assists the local organizations. The Institutes are ordinarily supported by the United Funds and membership dues. Organized nearly forty years ago, the Institutes were set up to help immigrants get established, to assist with problems of immigration and naturalization, and to help them learn English. The Institutes have also become centers for national cultural efforts. Even groups which have become thoroughly integrated in the larger community frequently maintain various activities as a group through the facilities of the Institutes. These activities include language courses in the original language of the group, social affairs, and sometimes religious feasts and other observances.

Ordinarily the staff of these Institutes is not large, but this is one organization in which language ability is actively sought. Frequently staff members will be able to speak several languages. The Detroit staff, for example, has competence in twenty different languages. In addition, some fifteen other languages can be handled by the Membership Council. Quite naturally, many other agencies of the community look to the International Institute for assistance in translating and interpreting. The services are frequently furnished free, but the Boston organization, for example, has posted a list of prices which are charged to those able to pay.

International Institutes also help with employment problems in some cities. In Philadelphia, Hungarian, Russian, and other Slavic interpreters are on call for the public Employment Service on certain days of the week. They are also available to assist probation officers.

One of the interesting problems about the ethnic groups is that frequently newer arrivals are not welcomed by the older, established immigrants. For example, the recent group of Hungarians contained a higher proportion of intellectuals than the earlier migrants, who often thought that they were putting on airs. The older Russians have a similar reaction to new arrivals from Russia, and in Buffalo, the International Institute was able to make some progress by operating a free lending library of Russian books contributed by the Checkhov Publishing House. This operation was supported by the East European Fund of the Ford Foundation. One result of this and related activity is that the established Russian Orthodox Church now permits representatives of the new arrivals to serve on its council.

Fire Departments: The language problems of the New York City Fire Department are primarily with Puerto Ricans and Cubans, of which there are approximately 700,000 in the city. Since their income is low relative to the level of rents, the Spanish-speaking neighborhoods have exceedingly high occupancy rates. Moreover, Fire Department officials feel that the Puerto Ricans are not accustomed to apartment living and as a result create or tolerate dangerous conditions. The Fire Department has four lecturers engaged in public-education work among the Spanish-speaking group. Many notices and pamphlets are distributed in Spanish. Language skills of the firemen are recorded and there is an IBM machine listing of language skills. The department has arranged through the Board of Education for courses in Occupational Spanish for firemen. Quite a number have taken these courses and the department regards them as successful. The division of the department which makes inspections and investigations has occasional language problems.

Where a rare language is involved they are permitted to call on the Police Department, as well as on the resources of the rest of the Fire Department.

In Tampa one-third to one-half of the Fire Department personnel can speak Spanish or Italian. Some bilingual personnel, therefore, will go to almost every fire. An effort is made to have bilingual dispatchers. Even English-speaking Latins get excited when reporting a fire and have lapses into Spanish or Italian. If the dispatcher can not speak the language he can refer to a list of personnel and call someone who can. If the person has left the phone he can play back a recording of the conversation. These recordings are made routinely on all calls.

The Chicago Fire Department handles all its problems on a strictly informal basis. There is no system for recording language skills or finding people with particular skills when needed. The Fire Department contains men who can speak all the important languages in the city except Spanish. They are aware of a problem in Spanish but thus far have been handling it by using bystanders.

Recreation in Parks Departments: Most parks departments have no provisions for hiring people with language skills or for training them. However, the Chicago Parks District, a large activity employing 4000 year-round workers with additional hirings in the summer, has more than 200 field houses and 100 play lots. Employees are under civil service and are not required to know languages. However, most of them are placed near their homes so that a particular ethnic neighborhood is likely to have park employees who are familiar with the neighborhood language. Specific parks develop a particular national flavor, such as Polish, Italian, Lithuanian, German, and Scandinavian. The Mexicans and Puerto Ricans have only just begun to appear in the parks.

Tampa likewise has no provision for utilizing language competence but approximately twenty percent speak Spanish and five percent Italian. The Department of Recreation, which is separate from the parks, also has Spanish and Italian-speaking employees. Here a definite attempt is made to place these workers in the appropriate areas. Neither Philadelphia nor Cleveland is aware of any particular problem. Each large recreation center in Philadelphia has an advisory council, one or another member of which can be called for assistance.

The Long Beach Recreation Department keeps

an informal record of employees' language skills and has occasionally used both Spanish and Japanese-speaking employees in the appropriate areas.

School Problems: No attempt was made in this survey to cover the problems of teaching foreign languages in the public schools. However, activities of the public schools in conducting certain types of occupational courses and in dealing with students who do not speak English were reported. As has been noted, the New York City Board of Education is conducting courses in Occupational Spanish for several of the public agencies. It is in addition conducting some courses in basic English for non-English speakers employed in public institutions. In addition, the Board of Education has the usual type of literary evening courses in foreign languages in the high schools. There is also the Americanization course in English given for foreign-speaking people in the evening.

Many of the school systems do little or nothing about the problem of children whose command of English is limited. In Chicago, for example, all teaching is done in English. There is a provision for locating an interpreter if necessary, in connection with registering the pupil, but this problem is doubtless handled informally in most cases. In one of its public schools Boston has a special class for the Puerto Rican children. There is another school which is particularly designed for immigrant boys twelve years of age and over. Non-English-speaking students below this age level and in schools other than the one with the special class are presumably thrown into an English-speaking situation without any preparation.

The State of Texas, stimulated by the League of United Latin American Citizens, has established a pre-school English program for non-English-speaking students. The state provides eighty percent of the budget for this program and the local school districts furnish the remainder. The summer of 1960 was the first time the program operated and 135 school districts with some 16,000 students participated in the program. It is estimated that 38,000 to 50,000 students will be enrolled this year. In addition to the Latin American students, a scattering of Czech and Polish children has turned up in a few of the districts. This course attempts to teach the students basic English usage, with a vocabulary of something like 500 words. It would seem that such a program might commend itself to other areas and that it might indeed be made available for older students.

Immigration and Naturalization Service: This is not an attempt to report on the national program of Immigration and Naturalization Service, but a number of the area reports supply information on their local operations. The INS examines aliens arriving at airports and on incoming ships. The inspectors themselves usually know a number of languages. For example, many of them are first assigned to the southern border where they all learn Spanish at an INS school in El Paso. Thereafter they are assigned to the Mexican border, where the work requires extensive use of Spanish. Inspectors stationed along the French-Canadian border acquire over a period of time a working knowledge of French. Local INS offices conduct various kinds of semi-formal and formal hearings. For these, they are authorized to employ part-time or occasional interpreters. The rate of pay in Boston, for example, was $2.09 per hour. Chinese and Arabic interpreters are paid slightly more.

INS is beginning to employ young ladies to serve as port receptionists. The hiring policy is a compromise between the need for language skills and other qualifications necessary to such work. In Hawaii they are able to handle Japanese and Chinese and the Service recently found a young lady who can speak Arabic, who has been assigned to New York City. In other cases language training has been arranged and various phrase lists in different languages have been developed.

Miscellaneous Departments and Special Problems: The Public Works Department in Tampa has plenty of Italian and Spanish-speaking employees and so of course uses bilingual foremen and secretaries. In addition this department has frequent visitors from Spanish America. These are always given guided tours by Spanish-speaking employees.

The Philadelphia Department of Streets has printed a Spanish version of its leaflet on trash disposal. The New York City Department of Water, Gas and Electricity has a special problem with its water inspectors. These inspectors have to enter houses and apartments to make sure the plumbing is in good repair. Because of the lack of Spanish-speaking ability the department's public relations in Spanish-speaking neighborhoods are deplorable. This department also has a complaint corps and some electrical inspectors who also have language problems. Even the laborers in this division should have some Spanish because of the need to notify residents of a neighborhood when the water is to be shut off. This department has a new commissioner who has been put in charge of the personnel function and is anxious to do something constructive about the problem.

Pomona, Claremont, and LaVerne, California, are attempting to establish a joint mental-health program under some new state legislation. If this occurs, a Spanish-speaking psychiatric social worker may be needed.

Ybor City, which is the Latin section of Tampa, has its own Chamber of Commerce. Three of its employees are bilingual and the fourth speaks English, Spanish, and Italian. No one could be hired in this office without being able to speak at least two languages. In Ybor City all employes in retail businesses are bilingual. (Of the 35 employees of the greater Tampa Chamber of Commerce, five are able to speak Spanish.)

The Cleveland World Trade Association employs four persons who speak among them French, Spanish, Slovak, and German.

In New York City the Spanish-speaking population has begun to discover that there is a Mayor's committee on exploitation of workers. So many complaints were received in Spanish that the Labor Department, which administers this program, recruited a secretary who reads, writes, and speaks Spanish.

San Antonio has large numbers of bilingual people. It also has a considerable number who either do not speak English or who are much more at home in Spanish. Many agencies and organizations have a use for bilingual people, but they are usually readily available. For example, the City Public Service Board (electricity and gas) needs Spanish-speaking personnel to perform contact work with customers. The same is true of the Chamber of Commerce. San Antonio has a Spanish-language paper all of whose personnel are familiar with Spanish. The three daily English-language papers have need for Spanish speakers, particularly in the circulation department. The railroad, bus company, and airlines do not make any specific effort to place Spanish-speaking personnel at the terminals. Knowledge of Spanish when needed is generally close at hand. Eastern Airlines stewardesses are required to know Spanish before flying into Mexico. Four insurance companies sell insurance among Latin American people but none of them has a formal program to recruit and train for language skills. The county and city Civil Defense agencies conduct educational programs in Spanish and a Civil Defense pamphlet for San Antonio has been printed in Spanish. San Antonio owns and operates a local produce market. Most of the buying and selling is done by Spanish-speaking people and the city employees at the market must know Spanish.